

Message Text

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ACTION IO-14

INFO OCT-01 ISO-00 OIC-04 L-03 EA-11 ABF-01 OMB-01 TRSE-00

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SCEM-02 SS-15 AF-10 ARA-16 EUR-25 NEA-10 DRC-01 /160 W

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R 011323Z OCT 73

FM USMISSION IAEA VIENNA

TO SECSTATE WASHDC 3462

INFO AEC GERMANTOWN

USMISSION USUN

UNCLAS SECTION 1 OF 2 IAEA VIENNA 8071

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TAGS: IAEA

SUBJ: IAEA 17TH GENERAL CONFERENCE - SUMMARY AND ASSESSMENT

REF: STATE 181321

1. SUMMARY: US ACHIEVED MOST OF ITS OBJECTIVES, EXCEPT FOR OUR INABILITY OBTAIN RELATIVELY MINOR GOAL OF FINAL ACTION ON REVISION OF GC RULES OF PROCEDURE. LDC MEMBERS SHOWED CONTINUED GROWTH IN SELF-CONSCIOUS COHESIVENESS WHICH MAY POSE PROBLEM IN FUTURE. REPRESENTATIONAL ASPECTS US PARTICIPATION HIGHLY SATISFACTORY, BUT LATE SUBMISSION OF US CREDENTIALS WAS HEADACHE AGAIN THIS YEAR. END SUMMARY.

2. IAEA 17TH GENERAL CONFERENCE MET IN VIENNA SEPT 18-24, 1973, HOLDING NINE PLENARY AND SIX MAIN COMMITTEE SESSIONS IN FIVE DAYS. AS USUAL, SECRETARIAT HANDLED PROCEDURAL ASPECTS OF GC SMOOTHLY. MISSION ASSESSMENT OF EXTENT TO WHICH US ATTAINED OBJECTIVES IN MAJOR ISSUES BEFORE GC FOLLOWS.

3. FINANCIAL ISSUES: US OBJECTIVE WAS TO OBTAIN PASSAGE OF BOARD'S RECOMMENDATIONS FOR SUPPLEMENTAL APPROPRIATION AND ASSESSMENT FOR 1973, AND REGULAR APPROPRIATION AND ASSESSMENT FOR 1974 WITH SPECIAL CONTINGENCY FINANCING SECTION, TO ENABLE

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AGENCY TO EXECUTE APPROVED PROGRAM IN FACE TURBULENT CURRENCY

SITUATION. DESPITE MESSY RECORD, INCLUDING USUAL STATEMENTS OF OPPOSITION FROM BLOC AND FRANCE AND OBJECTIONS FROM LDC'S THAT THEY SHOULD NOT PAY FOR DEVELOPED COUNTRY CURRENCY PROBLEMS, ADOPTION OF REQUIRED RESOLUTIONS BY CONSENSUS WAS ACHIEVED. SECOND US OBJECTIVE WAS TO HOLD LEVEL OF TARGET FOR VOLUNTARY CONTRIBUTIONS AT \$3-MILLION RECOMMENDED BY BOARD, AND TO ENCOURAGE OTHER MEMBERS MAKE MAXIMUM CONTRIBUTIONS TOWARD TARGET. THIS OBJECTIVE ACHIEVED, AND TOTAL OF CONTRIBUTIONS PLEDGED AT GC OR REASONABLY CERTAIN TO BE PLEDGED IS LIKELY TO REACH \$3.2-MILLION TO \$3.3-MILLION DURING 1974, FIRST TIME TARGET HAS BEEN EXCEEDED. FINAL US OBJECTIVE WAS TO PRESERVE US DOLLAR AS IAEA CURRENCY OF ACCOUNT AND PAYMENT; SUCCESSFUL ACTION ON OTHER ITEMS REDUCED DISCUSSION OF ANY CHANGES OF THIS TYPE TO MINIMUM, AND EVEN THIS DISCUSSION WAS GENERALLY QUALIFIED BY STATEMENTS THAT ANY ACTION SHOULD BE TAKEN FOLLOWING LEAD OF UNITED NATIONS SYSTEM AS WHOLE. SEE IAEA VIENNA 7897 FOR DETAILS.

4. TECHNICAL ASSISTANCE: US OBJECTIVE WAS TO PRECLUDE OR MINIMIZE DIVISIVE DISCUSSION OF PROPOSAL NOW UNDER STUDY BY DG, AT BOARD REQUEST, FOR FINANCING OF TA FROM REGULAR (ASSESSED) BUDGET; US OPPOSES SUCH ACTION IN PRINCIPLE, AS DO ALL OTHER MAJOR DONORS THAT WE KNOW OF. THIS OBJECTIVE NOT WHOLLY ACHIEVED. RESOLUTION REQUIRING SUBMISSION OF DG'S STUDY TO 18TH GC, ALTHOUGH SUBSTANTIALLY WATERED DOWN BY EFFORTS OF UK, WAS INTRODUCED, AND US STATED WE COULD LIVE WITH ITS APPROVAL BY CONSENSUS ON CONDITION OF MINIMUM DEBATE AND RECORD NOT ATTEMPTING PREJUDGE OUTCOME OF STUDY IN MANNER WE COULD NOT ACCEPT. MORE RESPONSIBLE LDC'S WERE ABLE KEEP RADICALS UNDER CONTROL, AND FINAL CONSENSUS WAS RELATIVELY INOFFENSIVE EXCEPT FOR SEIZING NEXT GC OF ISSUE AGAIN AND OPENING DOOR TO FURTHER OBJECTIONABLE DEBATE ON SUBJECT.

5. POLITICAL ISSUES: EXTRANEIOUS POLITICAL DISCUSSION KEPT AT MINIMUM, AS IN PAST. GDR AND MONGOLIA WERE ADMITTED TO AGENCY AND TOOK SEATS AT GC WITHOUT FUSS. THERE WAS CONSIDERABLE HEAT IN COMMENTS FROM EAST BLOC AGAINST CHILEAN COUP FEW DAYS BEFORE, BUT CHILE DID NOT ATTEND GC AND NO OPEN CHALLENGE DEVELOPED TO CHILEAN ELECTION TO BOARD OR ITS PRE-COUP AGREEMENT TO WITHDRAW AFTER ONE YEAR. PLENARY DEBATE ON CREDENTIALS UNCLASSIFIED

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COMMITTEE REPORT BECAME SOMEWHAT UNRULY, BUT THERE WERE NO SERIOUS CREDENTIALS CHALLENGES AND DEBATE WAS MORE EMBARRASSING DISPLAY OF INTELLECTUAL UNDERDEVELOPMENT THAN REAL PROBLEM.

6. ELECTIONS TO BOARD: US ENTERED GC WITH OBJECTIVE OF OBTAINING CONSENSUS IN FAVOR AREA CHOICES FOR 18 SEATS TO BE FILLED, AND OF PERSUADING 7 OF THOSE TO WITHDRAW AFTER ONE YEAR TO PERMIT ELECTION OF HALF OF BOARD EACH YEAR BY FUTURE

GCS. THIS OBJECTIVE FULLY ATTAINED; ALL 18 WERE ELECTED WITH
SUBSTANTIAL UNANIMITY (EXCEPT THAT EAST BLOC APPARENTLY
VOTED EN MASSE AGAINST CHILE FOR ONE LA SEAT AND AGAINST ROK
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HOWEVER, FINAL DOCUMENT WAS DELAYED BY SECRETARIAT BUREAU-
CRACY UNTIL LATE SUMMER, AND IT WAS PRESENTED AS COMPLETE
SET OF NEW RULES, RATHER THAN AS SERIES OF INDIVIDUAL
AMENDMENTS, THEREBY CONFUSING ISSUES. MINIMUM ESSENTIAL
ACTION, AMENDMENT OF RULES TO PERMIT ELECTION OF NEW BOARD,
WAS FINALLY APPROVED BY GC. AFTER TWO DAYS CLOUDY COMMITTEE
DEBATE, REMAINDER OF PACKAGE WAS REFERRED TO SECRETARIAT,
TO BE ASSISTED BY THREE-MAN WORKING GROUP CONSISTING OF
COMMITTEE OFFICERS, TO COMPILE COMMENTS FROM MEMBERS AND
ISSUE NEW SET OF RULES WHICH NEXT GC WILL ACT ON AS MATTER OF
PRIORITY. IN ADDITION, OPENING DAY OF NEXT GC SET FOR MONDAY,
VICE TUESDAY AS IN PAST, IN HOPES OF FINISHING CONFERENCE
WITHIN ONE WEEK. WHILE FULL US OBJECTIVE, APPROVAL OF ENTIRE
PACKAGE, NOT ACHIEVED, COMPROMISE WAS BEST OBTAINABLE RESULT,
CERTAINLY PREFERABLE TO SET OF RULES WHICH WOULD HAVE EMERGED
FROM 701-MAN COMMITTEE HAD COMMITTEE BEEN ALLOWED TO START
REDRAFTING. DURING NEXT 12 MONTHS, MISSION WILL SEEK ENSURE
THAT ESSENTIAL POINTS OF SIMPLIFIED PRACTICES AND RULES ARE
APPROVED ON OPENING DAY 18TH GC.

8. REPRESENTATIONAL ASPECTS OF OUR PARTICIPATION: NEW CHAIRMAN
USAEC, DR. DIXIE LEE RAY, MADE VERY FAVORABLE IMPRESSION ON
OTHER DELEGATES WHOM SHE MET. SHE HAD OPPORTUNITY TO SPEAK
PRIVATELY TO MANY DELEGATES, AS DID OTHER AEC COMMISSIONERS.
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OTHER AGENCY MEMBERS SEEMED FAVORABLY IMPRESSED WITH LEVEL OF US PARTICIPATION AS INDICATING UNDIMINISHED US INTEREST AND LEADERSHIP IN AGENCY, AND SECRETARIAT TOOK FULL AND HELPFUL ADVANTAGE OF OPPORTUNITY TO BRIEF DELEGATION (ESPECIALLY CONGRESSIONAL ADVISERS) ON SAFEGUARDS AND OTHER AGENCY PROGRAMS. FINANCIAL RESTRICTIONS ON US AS WELL AS OTHER CO-SPONSORS OF LARGE WESTERN HEMISPHERE RECEPTION FOR ALL DELEGATES RAISED QUESTION AS TO WHETHER OUR LIMITED REPRESENTATIONAL FUNDS COULD NOT BE PUT TO BETTER USE IN FUTURE.

9. US CREDENTIALS: AGAIN THIS YEAR, USDEL ENDURED CLIFF-HANGER ON ITS CREDENTIALS, WHICH WERE SUBMITTED ABOUT HOUR AND A HALF BEFORE CREDENTIALS COMMITTEE MET; COMMITTEE SECRETARY (SOVIET) WAS NEARLY FRANTIC AT THOUGHT THAT COMMITTEE WOULD HAVE TO REPORT USAS UNACCREDITED. (HE EXPOSTULATED, "BUT US IS A GREAT POWER*") DELAY CAUSED SOME EMBARRASSMENT TO US AMONG THOSE DELS (MOSTLY MAJOR STATES) WHO FOLLOW CREDENTIALS MATTERS WITH SECRETARIAT CLOSELY ENOUGH TO HAVE BECOME AWARE OF OUR PROBLEM, AND WITH THOSE REPRESENTED ON CREDENTIALS COMMITTEE ITSELF. MISSION URGES STRONGLY THAT US ATTEMPT TIMELY SUBMISSION OF ITS DELEGATION FOR SENATE APPROVAL DURING SUMMER 1974 TO PERMIT PROMPT (OR EVEN NOT SO RELATIVELY TARDY) TRANSMISSION OF ITS CREDENTIALS FOR SEPTEMBER 1974 GC.

10. GENERAL COMMENT: MOST NOTABLE ASPECT OF THIS GC WAS CONTINUATION OF SLOW BUT STEADY DEVELOPMENT OF SELF-CONSCIOUS LDC IDENTITY, WHICH THIS YEAR MANIFESTED ITSELF IN ATTACKS ON FINANCIAL ITEMS AND ALLEGED IMBALANCE BETWEEN TA AND SAFEGUARDS, IN DISCUSSION OF FINANCING OF TA, AND EVENTUALLY TO SOME EXTENT IN COMMITTEE DEBATES ON RULES OF PROCEDURE. ESPECIALLY NOTABLE WERE LDC COMPLAINTS ABOUT RAPID GROWTH OF SAFEGUARDS AND INJECTION OF COMMENTS ON TA RESOURCES INTO PRACTICALLY EVERY ISSUE, WHETHER OR NOT GERMANE. WHILE SITUATION HAS NOT YET REACHED SERIOUS PROPORTIONS, IT APPEARS TO US THAT IT INCUMBENT ON US AND OTHER MAJOR DONORS TO CONTINUE TO BE AS FORTHCOMING AS POSSIBLE AS REGARDS VOLUNTARY CONTRIBUTIONS AND SUPPORT FOR PROGRAMS IN REGULAR BUDGET OF SPECIAL INTEREST TO LDC'S, IN ORDER TO ALLEVIATE LATTER'S REAL AND, UNDER PRESENT ECONOMIC CIRCUMSTANCES, AT LEAST SOMEWHAT JUSTIFIED COMPLAINTS THAT AGENCY TA ACTIVITIES ARE

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GETTING SHORT END OF STICK. AT SAME TIME, WE SHOULD BE READY TO MAINTAIN VERY FIRM POSTURE IN PUBLIC AND IN PRIVATE ON ISSUES WHERE WE HAVE FUNDAMENTAL DIFFERENCE IN APPROACH (E.G., UNREALISTIC SUDDEN INCREASES IN TARGET, FINANCING OF TA FROM REGULAR BUDGET), BOTH TO BE ABSOLUTELY SURE THAT LDC'S KNOW

SUCH PROPOSALS WILL BE COUNTERPRODUCTIVE TO REAL INTEREST OF THOSE WHO BENEFIT FROM AGENCY TA, AND TO ASSIST MORE RESPONSIBLE LDC'S (E.G. INDIA, BRAZIL IN KEEPING CONTROL OF THEIR SMALLER RADICAL ASSOCIATES WITH KNOWLEDGE THAT US MEANS BUSINESS, AND WHEN, AND HOW FAR. MISSION DOES NOT REPT NOT YET FEEL THAT CONFRONTATION ON THIS SUBJECT HAS BECOME FACT OF LIFE THAT IT APPARENTLY IS IN AT LEAST SOME OTHER PARTS OF UN SYSTEM, BUT IF WE ARE TO CONTINUE TO MAINTAIN IAEA ACTIVITIES IMPORTANT TO US NATIONAL INTEREST, PARTICULARLY SAFEGUARDS, WE WILL NEED TO SHOW DEMONSTRABLE DONOR RESPONSIVENESS IN MAINTAINING PROGRAM BALANCE AS WELL AS FIRMNESS, IF NECESSARY TO POINT OF CONFRONTATION, IN EVENT LDC'S PERSIST IN PUSHING PROPOSALS WE CANNOT ACCEPT.
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